99th Congress
1st Session

COMMITTEE PRINT

(99–1)

A REVISED ESTIMATE OF THE COST OF COMPLETING THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS

COMMUNICATION

FROM

THE SECRETARY OF TRANSPORTATION

TRANSMITTING

A REVISED ESTIMATE OF THE COST OF COMPLETING THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS, PURSUANT TO THE PROVISIONS OF SECTION 104(b)5, TITLE 23, UNITED STATES CODE

JANUARY 1985

Printed for the use of the
Committee on Public Works and Transportation

U.S. GOVERNMENT PRINTING OFFICE
42-332 O WASHINGTON : 1985

H642-5

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REPORT TO CONGRESS

THE 1985 ESTIMATE

OF THE COST OF COMPLETING

THE INTERSTATE SYSTEM

IN ACCORDANCE WITH SECTION 104(b)5,
TITLE 23, U.S. CODE, HIGHWAYS
JANUARY 1985

U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

THE 1985 INTERSTATE SYSTEM COST ESTIMATE - A REPORT OF FACTORS FOR USE IN APPORTIONING FUNDS FOR THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS

EXECUTIVE SUMMARY

The remaining cost to complete the Interstate System is estimated, as of January 1, 1984, to be $26.0 billion, of which $23.5 billion is the Federal share. The estimated total cost of the entire System when completed is $120.5 billion, with a Federal share of $107.2 billion. This is an overall cost decrease of $2.8 billion from the 1983 Interstate Cost Estimate of $123.3 billion, with a Federal share of $109.9 billion.

The 1985 Interstate Cost Estimate has been prepared by the Federal Highway Administration and the individual State highway agencies in accordance with Section 4(c) of the Federal-Aid Highway Act of 1981 and includes only the estimated costs of those design concepts, locations, geometrics and other construction features included in the 1981 Interstate Cost Estimate except where the Secretary has determined a Federal law requires a change to those designs, locations, geometrics or other construction features. In accordance with Section 4(b) the work represented in the 1985 estimate basically includes completion of gaps, major upgrading of incorporated segments which were not built with Interstate funds, essential stage construction, and added mixed traffic lanes and high occupancy vehicle lanes included in the 1981 estimate. Costs for essential environmental requirements are included as part of gap or major upgrading projects as appropriate.

The added authorizations and other provisions of the Surface Transportation Assistance Act of 1982 have been considered to the extent appropriate in the preparation of this estimate. In accordance with the requirements of 23 U.S.C. 104(b)(5) Table 5 of this report presents the factors for apportioning Interstate construction funds for fiscal years 1987 and 1988. Only half the fiscal year 1985 funds and none of the fiscal year 1986 Interstate construction funds have been approved for apportionment. Since the 1985 estimate represents the most recent estimate of each State's current needs, we recommend that the factors in Table 5 of this report be approved by Congress for use in apportioning the remainder of funds authorized for fiscal years 1985 and 1986.

PURPOSE AND SCOPE OF REPORT

Section 104(b)(5), Title 23, United States Code ("Highways"), requires the Secretary of Transportation to make a revised estimate of the cost of completing the designated Interstate Highway System and transmit that report to the Senate and the House of Representatives.

The purpose of the estimate, as summarized in Table 5, is to derive the ratio of the Federal share of the estimated cost of completing the Interstate System in each State to the sum of the Federal share of these costs in all the States to serve as a basis of apportioning funds authorized for the fiscal years 1987 and 1988. This method of apportionment is specified in Section 104(b)(5) of Title 23, United States Code.

The estimate for apportionment purposes, presented herein, is the twelfth of a series of estimates to be submitted to the Congress in accordance with the law. Following is a tabulation of previous cost estimates along with congressional document reference numbers and fiscal year of funding in which each was used to apportion funds:

Date Submitted	Document Number	Congress	Session	Fiscal Year Apportionment
January 1958	House Doc. 300	85th	2nd	1960,1961,1962
January 1961	House Doc. 49	87th	1st	1963,1964,1965,1966
January 1965	House Doc. 42	89th	1st	1967,1968,1969
January 1968	House Doc. 199	90th	2nd	1970,1971
April 1970	House Doc. 91-317	91st	2nd	1972,1973
January 1972	Comm. Print 92-29	92nd	2nd	1974,1975,1976
July 1975	Comm. Print 94-14	94th	1st	1977
Revision	Comm. Print 94-38	94th	2nd	1978
May 1977	Comm. Print 95-11	95th	1st	
Revision	Comm. Print 95-16	95th	1st	1979
Revision	Comm. Print 95-49	95th	2nd	1980
August 1979	Comm. Print 96-14	96th	1st	
Revision	Comm. Print 96-15	96th	1st	1981,1982
January 1981	Comm. Print 97-1	97th	1st	
Revision	Comm. Print 97-28	97th	1st	1983
Revision	Comm. Print 97-53	97th	2nd	1984
March 1983	Comm. Print 98-1	98th	1st	
Revision (To 97-53)	Comm. Print 98-11	98th	1st	one-half 1985

The cost of completing the Interstate System presented in this report represents work eligible for Interstate construction funds as defined in Section 4(b) of the Federal-Aid Highway Act of 1981 which amended Section 108(b) of the 1956 Federal-Aid Highway Act and work eligible in accordance with the provisions of the Surface Transportation Assistance Act of 1982. The eligibility criteria are detailed in the 1985 Interstate Cost Estimate Instruction Manual and include essential work for gap construction and major upgrading of incorporated segments which have had no major Interstate funding, including essential environmental requirements; essential stage construction; and approved additional mixed traffic lane and high occupancy vehicle lane projects which were included in the 1981 estimate. In addition to the estimate of the cost of completing the Interstate System, there is included in this report an estimate of the total cost of the

System covering obligations against the Highway Trust Fund together with State matching funds. The latter total cost estimate is summarized in Tables 6 and 7 showing a comparison of the present estimated costs with the estimate presented to the Congress in tne 1983 estimate.

DESIGNATED SYSTEM COVERED BY THIS ESTIMATE

The National System of Interstate and Defense Highways, known as the Interstate System, was designated under authority in the Federal-Aid Highway Act of 1944. The System under the original authorization was not to exceed 40,000 miles in total length and was located to connect by routes as direct as practicable the principal metropolitan areas, cities, and industrial centers, to serve the national defense, and connect at suitable border points with the routes of continental importance in the Dominion of Canada and the Republic of Mexico.

The Interstate System was selected by joint action of the State highway departments and the Bureau of Public Roads, and routes comprising an estimated 37,700 miles were designated on August 2, 1947. Additional routes, limited to those around and through the urban areas and totaling an estimated 2,300 miles, were designated in September 1955. At the time of the initial System designations, detailed location studies with the necessary engineering and economic analyses were lacking. The locations, therefore, were diagrammatic only, and the designated mileages were those of the measured length of the existing principal highways lying generally on the chosen locations. Further studies led to definite locations based upon more precise engineering and economic information. The length of the System, so established, was determined to be 38,548 miles for routes included in the first estimate, submitted to the Congress in January 1958.

Section 108(1) of the 1956 act (later largely codified as part of Title 23, United States Code) increased the statutory maximum length of the Interstate System from 40,000 to 41,000 miles, but the legislation specifically excluded the cost of the routes which would be designated as a result of the additional 1,000 miles from the estimate to be used for apportionment purposes. The Federal-Aid Highway Act of 1960 included an amendment to Title 23, United States Code, which removed this restriction from the law.

On October 18, 1957, 2,102 miles of Interstate routes were added to the System. The addition of these routes was possible because of the 1,000-mile extension authorized by the 1956 act, and the availability of 1,102 miles of the original 40,000-mile authorization through savings in mileage resulting from the definite location and the more accurate measurement of the System as described in earlier paragraphs. A reserve of 350 miles was held to cover possible increases in lengths of designated routes.

Section 17 of the Hawaii Omnibus Act included an amendment to Title 23, United States Code, which (1) removed the limitation that the Interstate System be designated entirely within the continental United States, (2) provided for the apportionment from the Highway Trust Fund to Hawaii of $12,375,000 of Interstate funds for the fiscal year ending June 30, 1962, and (3) provided for the apportionment to Hawaii of Interstate funds for subsequent fiscal years pursuant to the provisions of Section 104(b)(5) of Title 23, United States Code. Under the provisions of this amendment, the Federal Highway Administrator approved in August 1960 the addition of three routes to the National System of Interstate and Defense Highways on the island of Oahu in the State of Hawaii. These additions to the System were included in the 1961 and subsequent estimates.

Not all of the routes expected to be added to the System under the 1,102 miles available from the original 40,000 miles were designated at the time of the 1961 and 1965 estimates. The costs of the segments not on finally approved location, totalling about 220 miles, were entered in the 1961 estimate at a cost of $1 million per mile. The mileage reserved for final System measurement, approximately 308 miles, was also entered in the 1961 estimate at $1 million per mile.

During the period between the 1961 estimate and the January 1, 1964, cutoff date for the 1965 estimate, all but 93 miles of the route segments represented in the 220-mile group cited above had been given final location approval and were included in the 1965 estimate at the then current estimate of cost for their construction.

The costs of the segments not on final approved locations, totalling about 93 miles, were entered in the 1965 estimate at a cost of $5 million per mile. The mileage reserved for final measurement, approximately 21 miles, was also entered in the 1965 estimate at $5 million per mile.

During the period between the 1965 estimate and the January 1, 1967, cutoff date for the 1968 estimate, most of the route segments represented in the 93-mile group cited above were given final location approval and included in the 1968 estimate. Thirty-one miles, reserved for final measurement in the 1968 estimate, were estimated at $10 million per mile.

The Federal-Aid Highway Act of 1968 authorized an additional 1,500 miles on the Interstate System. On December 13, 1968, routes totalling 1,473 miles from the additional authorizations were designated.

During the period between the 1968 estimate and the November 1, 1969, cutoff date for the 1970 estimate, all but 5 miles were given final location approval and included in the 1970 estimate. The 5 miles reserved for final measurement in the 1970 estimate were included in the estimate at $10 million per mile.

Subsequent adjustments to the System, including new routes, have been made. The Surface Transportation Assistance Act of 1978 specified in Section 140 that Interstate routes be designated in Los Angeles, California, and in Erie and Onondaga Counties, New York. Section 209 of the Supplemental Appropriations Act for 1978 provided for the designation of a spur in Tacoma, Washington, while Section 311 of the Appropriations Act for 1980 provided for the extension of I-164 in Evansville, Indiana. Finally, the Appropriations Act for 1981, in Section 310 provided for extension of I-170 in St. Louis and designation of I-210 in Alabama, a connector in the vicinity of Mobile-Prichard. All these routes have been designated and the estimated costs for constructing the routes are included in the same manner as other toll free routes. The System length is now 42,379 miles as of December 31, 1983. A reserve figure of 121 miles, as shown in this report, results from more precise measurement of routes, preparation of plans and final locations and from withdrawals from the System under 23 U.S.C. 103(e)(4). Final System measurements are expected to keep the total mileage within the authorized limit.

Table 1 shows the System mileage as it was reported in the 1983 estimate, and as it exists for the 1985 estimate.

TABLE 1 - 1983 and 1985 Estimates

1983 Estimate:	
System reported in the 1981 estimate, and System additions and adjustments reported by States in this estimate	42,454
Reserved for final measurement	46
Total	42,500
1985 Estimate:	
System reported in the 1983 estimate, and System additions and adjustments reported by States in this estimate	42,379
Reserved for final measurement	121
Total	42,500

Public Law 90-238, approved January 2, 1968, amended Section 103, Title 23, United States Code, to authorize an additional 200 miles for the Interstate System to be used for adjustments in the System without an increase to the cost. This provision was amended by both the 1973 and 1976 Federal-Aid Highway Acts, which increased this mileage increment from 200 to 500 miles and also revised the method for determining amounts available for such adjustments. The Surface Transportation Assistance Act of 1978 further amended this provision to provide full funding of the routes designated under this provision and to prohibit additional route designations. Adjustments under Section 103(e)(2) of Title 23, United States Code, have been made in 10 States. The 397 miles designated under Section 103(e)(2) are not entered in Table 1 or Table 2.

The 1973 Federal-Aid Highway Act further amended Section 103, Title 23, United States Code, adding subsection e(4) to permit the withdrawal of routes or segments in urbanized areas and the substitution of nonhighway public mass transit projects. Only those routes or segments which are not essential to a unified and connected system are eligible for withdrawal. The provision was revised by the 1976 Federal-Aid Highway Act to also permit the withdrawal of segments connecting urbanized areas within a State and the substitution of highway projects in addition to nonhighway transit projects. The 1978 Federal-Aid Highway Act prohibited withdrawals after September 30, 1983, except for certain routes under injunction. The 1982 Surface Transportation Assistance Act further extended the provisions to rural segments and authorized funding of substitute highway projects from the Highway Trust Fund. Forty-eight separate actions involving the withdrawal of 339 miles have been approved under this provision. The costs for the withdrawn segments are not included in this estimate.

The 1970 Federal-Aid Highway Act amended Section 129 of Title 23, United States Code, by adding new subsection (e), for the purpose of permitting "Federal participation in the (cost of) reconstruction, and improvement of any toll road providing for only two lanes of traffic, which is designated as part of the

Interstate System on date of enactment of this subsection . . . to bring such two-lane toll road to the geometric and construction standards of the Interstate System . . . to facilitate the removal of tolls therefrom." The 1973 Federal-Aid Highway Act amended this new provision to apply to any two-lane toll roads designated as part of the Interstate System on or before June 30, 1973. The amended subsection applies to a portion of I-77, the West Virginia Turnpike, a segment of I-790 in Utica, New York, and a portion of I-75, Alligator Alley, in Florida. The costs shown in this estimate for these routes are estimated and reported in the same manner as other free routes.

The Federal-Aid Highway Act of 1968 added Section 139 to Title 23, United States Code, to permit Interstate designation of highway segments on the Federal-aid primary system at the request of the State or States involved if they meet all of the standards for highways on the Interstate System and if they are logical additions or connections. Mileage designated under this section is not chargeable as part of the limitation established in Section 103 of Title 23 and creates no Interstate construction funding responsibility. Hence, no costs for work on segments designated under this section are included in this estimate. Plate A shows the location of the designated routes which form the basis for this estimate. Table 2 shows the mileage of the Interstate System and other Federal-aid highway systems in each of the States. Mileage designated under 23 U.S.C. 103(e)(2) and 139 are not included in Table 2.

UNIFORM APPLICATION OF STANDARDS

Section 109(b), Title 23, United States Code, provides that the geometric and construction standards to be adopted for the Interstate System shall be those adopted by the Secretary in cooperation with the State highway departments. The section was amended in 1963 to provide that such standards shall be adequate to accommodate the types and volumes of traffic anticipated for a project for the 20-year period commencing from actual construction of such projects. Section 109(b) was further amended in 1966 to state that the standards for the Interstate System shall in all cases provide for at least four lanes of traffic. However, this provision was modified by subsequent legislation to permit the construction of special purpose roadways and special projects to less than four lanes.

Section 109(b) provides also that the Secretary shall apply the standards uniformly throughout the States. Appropriate committees composed of State and Federal engineers, working under the sponsorship of the American Association of State Highway and Transportation Officials (AASHTO), developed the geometric design standards for the Interstate System. These standards were adopted by AASHTO on July 12, 1956, and approved July 17, 1956, by the Commissioner of Public Roads, acting for the Secretary. Revisions to the standards have been adopted by AASHTO and approved for the Secretary as the need for these changes occurred.

Section 104(b)(5), Title 23, United States Code, provides that the Secretary shall make the revised estimate of cost of completing the Interstate System on the basis of the standards referred to above and in accordance with rules and regulations adopted by the Secretary and applied uniformly to all of the States. The instruction manual developed for this estimate cited these standards. This manual, together with the standards, guides, specifications, and laws to which it makes reference, and the clarification of the manual provisions served as the "rules and regulations" for preparation of the estimate.

PLATE A

THE NATIONAL SYSTEM OF INTERSTATE AND DEFENSE HIGHWAYS

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ESTIMATE OF DESIGNATED
FEDERAL-AID HIGHWAY SYSTEM MILEAGES
TABLE 2
JANUARY 1, 1984 1/

STATE	INTERSTATE	OTHER FEDERAL-AID PRIMARY	FEDERAL-AID SECONDARY	FEDERAL-AID URBAN	TOTAL
ALABAMA	907	6,903	11,389	2,487	21,686
ALASKA	---	1,543	2,261	204	4,008
ARIZONA	1,167	3,061	3,089	1,456	8,773
ARKANSAS	526	5,346	6,994	1,119	13,985
CALIFORNIA	2,305	11,132	11,318	16,278	41,033
COLORADO	951	4,331	3,442	2,294	11,018
CONNECTICUT	284	1,341	895	2,962	5,482
DELAWARE	41	428	605	307	1,381
DIST. OF COLUMBIA	14	159	---	247	420
FLORIDA	1,414	8,393	4,723	5,529	20,059
GEORGIA	1,155	10,303	14,096	3,494	29,048
HAWAII	51	481	460	178	1,170
IDAHO	611	2,750	4,069	571	8,001
ILLINOIS	1,715	11,135	12,840	6,736	32,426
INDIANA	1,137	5,151	9,244	5,020	20,552
IOWA	782	9,132	13,327	2,404	25,645
KANSAS	821	8,223	22,549	1,594	33,187
KENTUCKY	741	3,870	7,244	1,898	13,753
LOUISIANA	718	3,171	7,421	1,926	13,236
MAINE	315	2,000	2,737	692	5,744
MARYLAND	352	2,309	2,041	2,077	6,779
MASSACHUSETTS	449	2,233	2,008	5,903	10,593
MICHIGAN	1,178	6,119	19,227	4,947	31,471
MINNESOTA	913	9,289	16,500	1,984	28,686
MISSISSIPPI	683	6,072	11,757	1,739	20,251
MISSOURI	1,153	6,960	18,071	2,398	28,582
MONTANA	1,189	5,518	4,700	337	11,744
NEBRASKA	481	7,214	11,413	1,045	20,153
NEVADA	543	1,877	2,392	537	5,349
NEW HAMPSHIRE	219	1,149	1,230	710	3,308
NEW JERSEY	369	1,560	1,750	5,447	9,126
NEW MEXICO	999	3,562	3,948	646	9,155
NEW YORK	1,332	8,271	6,366	8,476	24,445
NORTH CAROLINA	848	4,719	10,456	2,323	18,346
NORTH DAKOTA	571	5,588	10,458	401	17,018
OHIO	1,530	6,766	11,561	7,393	27,250
OKLAHOMA	809	5,374	9,555	2,560	18,298
OREGON	722	5,021	7,786	2,051	15,580
PENNSYLVANIA	1,564	9,933	8,196	6,763	26,456
RHODE ISLAND	71	393	165	780	1,409
SOUTH CAROLINA	771	5,811	8,566	1,243	16,391
SOUTH DAKOTA	679	5,816	11,291	371	18,157
TENNESSEE	1,037	6,092	9,927	2,690	19,746
TEXAS	3,163	17,014	32,855	7,442	60,474
UTAH	941	2,580	2,615	921	7,057
VERMONT	321	1,150	1,954	283	3,708
VIRGINIA	1,066	5,574	10,410	3,087	20,137
WASHINGTON	764	5,070	7,195	3,977	17,006
WEST VIRGINIA	515	2,444	6,330	779	10,068
WISCONSIN	578	9,115	11,782	2,897	24,372
WYOMING	914	2,997	2,284	561	6,756
PUERTO RICO	---	523	716	370	1,609
TOTAL	42,379	262,966	404,208	140,534	850,087

1/ Figures do not include 397 miles of Interstate designated under 23 U.S.C. 103(e)(2) and mileage designated under 23 U.S.C. 139. Designated mileage include both open-to-traffic and planned mileage.

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The Federal-Aid Highway Act of 1981, in Section 4(b), redefined construction eligibility for obligation of Interstate construction funding. The act did not change design standards which are applied uniformly to all States. Eligible projects under the redefinition include gap completion, major upgrading of incorporated segments, approved stage construction, and the addition of mixed lanes and high occupancy vehicle lanes where approved and included in the 1981 estimate. Where such work is eligible on these projects, the estimate reflects the cost to incorporate the latest safety features; and to provide essential environmental requirements in order to mitigate environmental effects such as air, noise, and water pollution. Where items of work are not eligible for Interstate construction funding but are required to meet design standards, the work is still eligible for Interstate funding, in the form of Interstate 4R funding. The Federal-Aid Highway Act of 1981 changed the resurfacing, restoration, and rehabilitation (RRR) program to a new post Interstate construction program (4R program) by adding "reconstruction" to the definition of eligible work. Increased funding levels through fiscal year 1986 were provided by the 1981 act and the 1982 Surface Transportation Assistance Act. The Interstate program is considered a "dual funded" program (initial construction and Interstate 4R program) and continues as the permanent long range reconstruction, resurfacing, rehabilitation, and reconstruction program for maintaining the serviceability of the System. This estimate includes only work considered "initial construction" under existing administrative policies governing the use of Interstate construction funds, and excludes the costs of 4R work which, under Section 102(c) of the 1976 Federal-Aid Highway Act, are not eligible for participation with those funds.

The interchange of information and instruction on a national basis, together with the liaison between the State highway personnel and Federal Highway Administration (FHWA) personnel at division and regional levels during preparation of the estimate, provided the means of achieving uniformity in applying the estimate regulations required by the law.

This estimate, prepared on the basis of a uniform set of rules applied uniformly throughout the States, results in a report of estimated costs to complete the Interstate System which is a sound reflection of the relative needs of the several States and an equitable basis for apportioning funds among the States to insure that all States may pursue timely completion of their portion of the System. It remains, however, an estimate based upon the best engineering judgment of the State highway departments and the FHWA of what it would cost at this date to complete the designated Interstate System if construction was performed at the unit prices of calendar year 1983, which are reflected in this estimate, and in keeping with the scope of construction and traffic service and attention to social, economic, and environmental factors envisioned at the time the estimate was prepared. In applying the governing guidelines and engineering judgment in the preparation of this estimate, special attention was given to remaining high-cost segments, and potential high-cost segments. In accordance with the Federal-Aid Highway Act of 1981, in Section 4(b), our instructions specifically prohibited inclusion of design concepts, locations, and other construction features not included in the 1981 estimate unless approved pursuant to that section. However, costs for minor design refinements have been included.

The individual estimates of the several States, or the estimates of individual routes within a State, although prepared on a uniform basis and reflecting uniform design criteria, will not result in uniform construction costs per mile of highway, uniform right-of-way costs per mile, or uniform values among the States for any other average factors. A comparison of such averages is

meaningless because of the wide variation of conditions of traffic, topography, climate, status of development, and other factors peculiar to the section of highway being considered.

Within the scope of practical uniformity there is a balance between traffic needs in a particular circumstance and the highway design used to satisfy that need. There is, and there has to be, provision for some range and variation in design to properly reflect the many varying factors involved under different local conditions. Uniformity in this sense, therefore, means the application in all States of the design range provided in the geometric design standards approved for the Interstate System pursuant to Title 23, United States Code and the eligibility provisions in Section 4(b) of the 1981 act.

PREPARATION OF THE ESTIMATE AND THE BASIC PRINCIPLES AND PROCEDURES FOLLOWED

The estimate of the cost of completing the Interstate System was prepared in each State by personnel of the State highway department and the division office of the FHWA. Representatives from the FHWA regional offices worked closely with the State and division office personnel in its preparation. Representatives from FHWA Headquarters traveled to many of the States during the course of the estimate preparation. These trips at periodic intervals by individuals who had traveled in other regions on the estimate review helped to provide the interregional inspection and correlation necessary to assure a high level of uniformity on a nationwide basis.

Each State assembled its estimate in a bound volume following a standard format which includes maps showing the location of the Interstate routes in that State, plates showing the engineering features, and tables listing the design criteria, route and route section mileages, and estimated costs for each section broken down into major elements of construction. Arkansas, Delaware, Nebraska, North Dakota, South Dakota, Vermont, and Wyoming, however, submitted abbreviated estimates per an option in our instructions because they have minimum or no eligible costs to report.

In preparing this estimate of the cost of completing the Interstate System, the date January 1, 1984, was selected as the cutoff date, and all Federal-aid work on which the FHWA had authorized the State to proceed as of the close of books for the month of December 1983 was considered as having been completed under the financing arrangements then in effect. This means that the cost of any work on the Interstate System which was to be accomplished with funds already assigned (obligated) for construction has not been included in this estimate. Similarly, right-of-way costs and preliminary engineering costs for which authorization to proceed had been given and funds obligated as of January 1, 1984, are not included in this revised estimate of the cost of completing the Interstate System.

In providing a uniform basis for estimate preparation, it was necessary to select a common base period for the unit construction prices to be used in the estimate. The unit prices for this estimate are based on weighted average low bid prices in the State for construction awarded to contract during the calendar year 1983. Thus, the price base used represents the most recent data available at estimate preparation time.

Each State's estimate, when completed, was forwarded through the field offices of the FHWA to the Washington Headquarters where the estimates have been reviewed and evaluated for submission of this report to the Congress.

COST SUMMARIES AND APPORTIONMENT FACTORS

The data summarized in the following tables are derived from material presented in the State reports as well as from other fiscal information. Table 3 lists by States: (1) the amounts of Interstate funds which were apportioned for fiscal year 1985 under the Public Law 98-229, less the one and one-half percent deduction for Highway Planning and Research (HPR) together with corresponding amounts of estimated State matching funds; and (2) the amounts of unobligated construction balances (not yet assigned to projects) as of January 1, 1984, together with the corresponding estimated amount of State matching funds, adjusted to reflect reductions for lapsed fiscal year 1984 funds and allocations of Interstate Discretionary funds through December, 1984. The amounts in the two categories just described have been deducted from the estimate of the cost to complete the Interstate System in order to arrive at the net cost figures to be used in establishing the factors for apportionment of funds authorized for the fiscal years 1987 and 1988.

Table 4 lists the estimates of costs by the States for all work not in authorized status as of January 1, 1984, which is deemed necessary to complete the Interstate System. In addition, there is tabulated the cost of work which has been accomplished on the Interstate System by States, under the provisions of Title 23, United States Code, Section 115 ("Construction by States in Advance of Apportionment -- Interstate System"), Section 122 ("Payment to States for Bond Retirement") and Section 108(c) ("Advance Right-of-Way Acquisition"), which costs are ultimately to be reimbursed in part with Federal funds in the statutory ratio at the time of project authorization. The costs for work not financed -- not in authorized status -- as of January 1, 1984, are shown in three categories: (1) preliminary engineering, (2) right-of-way, and (3) construction. The summation of costs for these three elements of work plus the cost of projects undertaken in advance of apportionment of Interstate funds, less the total amounts already available, shown in Table 3, which take into consideration all apportionments made to date of this report, represents the remaining costs to be financed with Interstate System funds and State matching funds to complete the Interstate System as estimated in detail by the States for apportionment factor purposes. The ratio of the Federal share of this cost in each State to the sum of the Federal share of these costs in all the States determines the factors for apportionment of funds for the fiscal years 1987 and 1988.

Table 5 shows in summary the remaining costs in each State as set forth in Table 4, the Federal share of these costs, and the resulting apportionment factor for each State. This table reflects apportionment factors computed in the same manner as in previous Interstate Cost Estimates.

TABLE 3 - AMOUNTS NOT INCLUDED IN COSTS USED TO DETERMINE APPORTIONMENT FACTORS IN 1985 ESTIMATE (In thousands of dollars)

STATE	$2 BILLION INTERSTATE APPORTIONMENT FOR FISCAL YR. 1985	ESTIMATE OF STATE FUNDS TO MATCH APPORTIONMENT FOR FISCAL 1985	UNOBLIGATED BALANCE INTERSTATE FUNDS	ESTIMATED STATE FUNDS TO MATCH UNOBLIGATED BALANCE INTERSTATE FUNDS	TOTAL
ALABAMA	50,023	5,558	28,092	3,121	86,795
ALASKA	9,850	518	9,792	515	20,676
ARIZONA	28,411	1,717	69,071	4,175	103,374
ARKANSAS	9,850	1,094	3,995	444	15,383
CALIFORNIA	227,085	21,068	248,526	23,057	519,737
COLORADO	35,285	3,477	32,263	3,179	74,204
CONNECTICUT	37,882	4,209	45,921	5,102	93,114
DELAWARE	9,850	1,094	3,437	382	14,763
DIST. OF COL.	9,850	1,094	11,815	1,313	24,072
FLORIDA	102,662	11,407	47,739	5,304	167,112
GEORGIA	80,900	8,989	77	9	89,974
HAWAII	40,964	4,552	(26,559)	(2,951)	16,006
IDAHO	9,850	822	9,775	815	21,262
ILLINOIS	27,216	3,024	87,477	9,720	127,436
INDIANA	9,850	1,094	4,457	496	15,897
IOWA	9,850	1,094	7,357	817	19,119
KANSAS	15,298	1,700	46,923	5,214	69,134
KENTUCKY	54,805	6,089	16,123	1,791	78,809
LOUISIANA	97,469	10,830	86,498	9,611	204,408
MAINE	9,850	1,094	2,839	315	14,099
MARYLAND	82,974	9,219	47,685	5,298	145,177
MASSACHUSETTS	56,337	6,260	10,694	1,188	74,479
MICHIGAN	34,052	3,784	61,371	6,819	106,026
MINNESOTA	35,659	3,962	54,424	6,047	100,093
MISSISSIPPI	9,850	1,094	11,613	1,290	23,848
MISSOURI	15,859	1,762	33,318	3,702	54,641
MONTANA	9,850	949	7,383	712	18,894
NEBRASKA	9,850	1,094	117	13	11,074
NEVADA	9,850	518	22,348	1,176	33,893
NEW HAMPSHIRE	9,850	1,094	25,543	2,838	39,326
NEW JERSEY	49,183	2,066	25,479	1,070	77,798
NEW MEXICO	9,850	800	10,840	880	22,370
NEW YORK	102,288	11,365	135,887	15,099	264,639
NORTH CAROLINA	30,989	3,443	36,755	4,084	75,271
NORTH DAKOTA	9,850	1,094	916	102	11,962
OHIO	33,698	3,744	40,634	4,515	82,592
OKLAHOMA	17,484	1,943	4,515	502	24,443
OREGON	22,322	1,883	24,266	2,047	50,518
PENNSYLVANIA	102,979	11,442	20,793	2,310	137,524
RHODE ISLAND	9,850	1,094	11,513	1,279	23,737
SOUTH CAROLINA	30,615	3,402	22,128	2,459	58,603
SOUTH DAKOTA	9,850	963	3,774	369	14,957
TENNESSEE	21,986	2,443	45,570	5,063	75,062
TEXAS	106,883	11,876	59,826	6,647	185,232
UTAH	26,450	1,638	45,741	2,832	76,661
VERMONT	9,850	1,094	2,629	292	13,866
VIRGINIA	73,354	8,150	99,320	11,036	191,860
WASHINGTON	89,007	9,191	71,756	7,410	177,364
WEST VIRGINIA	40,702	4,522	69,868	7,763	122,855
WISCONSIN	12,029	1,337	1,581	176	15,122
WYOMING	9,850	792	4,149	333	15,124
TOTAL	1,970,000	204,549	1,748,055	177,782	4,100,386

TABLE 4 - NATIONAL SUMMARY OF ESTIMATED COSTS TO COMPLETE SYSTEM, 1985 ESTIMATE, AS OF DECEMBER 31, 1983 (In thousands of dollars)

STATE	PRELIMINARY ENGINEERING	RIGHT-OF-WAY	CONSTRUCTION	BONDS, ADVANCED CONSTRUCTION, AND ADVANCE RIGHT OF WAY ACQUISITION PROJECT OBLIGATIONS	SUBTOTAL	AMOUNTS ALREADY MADE AVAILABLE (FROM TABLE 3)	ESTIMATED FEDERAL-AID AND STATE MATCHING FUNDS REQUIRED TO COMPLETE SYSTEM
ALABAMA	17,533	42,863	574,974	107,213	742,583	86,796	655,788
ALASKA	0	0	0	0	0	20,676	0
ARIZONA	9,186	25,475	409,436	43,107	487,204	103,374	383,830
ARKANSAS	0	0	1,046	0	1,046	15,383	0
CALIFORNIA	73,296	361,109	2,239,800	357	2,674,562	519,737	2,154,825
COLORADO	24,111	15,118	449,926	2,894	492,049	74,204	417,845
CONNECTICUT	0	36,198	570,923	0	607,121	93,114	514,007
DELAWARE	0	0	0	0	0	14,763	0
DIST. OF COL.	1,156	26,000	134,952	0	162,108	24,072	138,036
FLORIDA	38,590	392,854	1,307,650	273,500	2,012,594	167,112	1,845,482
GEORGIA	0	24,681	568,107	283,254	876,042	89,974	786,068
HAWAII	13	4,392	627,650	0	632,055	16,006	616,049
IDAHO	1,944	13,133	194,730	0	209,807	21,262	188,545
ILLINOIS	3,201	0	233,824	8,770	245,795	127,436	118,359
INDIANA	245	1,790	113,567	0	115,602	15,897	99,705
IOWA	95	0	22,864	0	22,959	19,119	3,840
KANSAS	0	1,903	166,426	60	168,389	69,134	99,255
KENTUCKY	16,626	56,197	544,427	0	617,250	78,809	538,441
LOUISIANA	17,654	232,284	1,207,585	0	1,457,523	204,408	1,253,115
MAINE	906	2,112	23,453	10	26,480	14,099	12,381
MARYLAND	3,964	44,221	673,652	36,386	758,223	145,177	613,046
MASSACHUSETTS	57,036	54,438	874,524	0	985,998	74,479	911,519
MICHIGAN	3,336	29,876	553,899	7,373	594,484	106,026	488,458
MINNESOTA	20,416	126,108	522,624	33,643	702,788	100,093	602,695
MISSISSIPPI	2,690	10,695	83,086	0	96,671	23,848	72,823
MISSOURI	0	96	117,486	90	117,672	54,641	63,031
MONTANA	230	0	82,623	5,278	88,131	18,894	69,237
NEBRASKA	0	0	0	0	0	11,074	0
NEVADA	1,601	12,657	59,425	19,956	93,639	33,893	59,746
NEW HAMPSHIRE	4,240	8,353	79,997	0	92,590	39,326	53,264
NEW JERSEY	2,951	57,020	808,753	47	868,771	77,798	790,973
NEW MEXICO	375	0	10,653	39,513	50,541	22,370	28,171
NEW YORK	105,804	279,271	1,942,325	200	2,327,600	264,639	2,062,961
NORTH CAROLINA	0	26,488	372,886	45	399,419	75,271	324,148
NORTH DAKOTA	0	0	0	0	0	11,962	0
OHIO	4,672	28,318	311,953	0	344,943	82,592	262,351
OKLAHOMA	0	12,030	150,281	0	162,311	24,443	137,868
OREGON	6,886	4,660	213,967	0	225,512	50,518	174,994
PENNSYLVANIA	28,857	94,943	1,153,115	100	1,277,015	137,524	1,139,491
RHODE ISLAND	0	6,135	22,838	10	28,983	23,737	5,246
SOUTH CAROLINA	3,402	4,632	368,191	20	376,245	58,603	317,642
SOUTH DAKOTA	0	0	0	0	0	14,967	0
TENNESSEE	11,856	17,410	142,245	0	171,511	75,062	96,449
TEXAS	27,037	68,591	1,305,910	37,486	1,439,004	185,232	1,253,772
UTAH	20,784	6,668	433,537	57,094	518,083	76,661	441,422
VERMONT	0	0	0	0	0	13,866	0
VIRGINIA	691	28,760	1,144,434	18,935	1,192,820	191,860	1,000,960
WASHINGTON	77,171	71,121	1,038,717	61,889	1,248,898	177,364	1,071,534
WEST VIRGINIA	4,577	3,667	258,927	5,074	272,245	122,855	149,390
WISCONSIN	227	451	16,443	0	17,121	15,122	1,999
WYOMING	0	0	290	0	290	15,124	0
TOTAL	593,567	2,232,715	22,134,121	1,042,284	26,002,677	4,100,385	22,018,761

TABLE 5 - ESTIMATED FEDERAL-AID AND STATE MATCHING FUNDS TO COMPLETE THE SYSTEM AND APPORTIONMENT FACTORS FOR DISTRIBUTION OF 1987 AND 1988 FISCAL YEAR AUTHORIZATIONS

STATE	ESTIMATED FEDERAL-AID AND STATE MATCHING FUNDS REQUIRED TO COMPLETE SYSTEM (THOUSANDS)	ESTIMATED FEDERAL SHARE OF FUNDS REQUIRED TO COMPLETE SYSTEM (THOUSANDS)	APPORTIONMENT FACTORS (PERCENT)
ALABAMA	655,788	590,209	2.958
ALASKA	0	0	0.000
ARIZONA	383,830	361,951	1.814
ARKANSAS	0	0	0.000
CALIFORNIA	2,154,825	1,971,881	9.882
COLORADO	417,845	380,364	1.906
CONNECTICUT	514,007	462,606	2.318
DELAWARE	0	0	0.000
DIST. OF COL.	138,036	124,232	0.623
FLORIDA	1,845,482	1,660,934	8.324
GEORGIA	786,068	707,461	3.545
HAWAII	616,049	554,445	2.779
IDAHO	188,545	174,027	0.872
ILLINOIS	118,359	106,523	0.534
INDIANA	99,705	89,735	0.450
IOWA	3,840	3,456	0.017
KANSAS	99,255	89,329	0.448
KENTUCKY	538,441	484,597	2.428
LOUISIANA	1,253,115	1,127,804	5.652
MAINE	12,381	11,143	0.056
MARYLAND	613,046	551,742	2.766
MASSACHUSETTS	911,519	820,367	4.111
MICHIGAN	488,458	439,613	2.203
MINNESOTA	602,695	542,426	2.718
MISSISSIPPI	72,823	65,541	0.328
MISSOURI	63,031	56,728	0.284
MONTANA	69,237	63,151	0.316
NEBRASKA	0	0	0.000
NEVADA	59,746	56,759	0.284
NEW HAMPSHIRE	53,264	47,938	0.240
NEW JERSEY	790,973	758,303	3.800
NEW MEXICO	28,171	26,055	0.131
NEW YORK	2,062,961	1,856,665	9.304
NORTH CAROLINA	324,148	291,733	1.462
NORTH DAKOTA	0	0	0.000
OHIO	262,351	236,116	1.183
OKLAHOMA	137,868	124,081	0.622
OREGON	174,994	161,379	0.809
PENNSYLVANIA	1,139,491	1,025,542	5.139
RHODE ISLAND	5,246	4,722	0.024
SOUTH CAROLINA	317,642	285,878	1.433
SOUTH DAKOTA	0	0	0.000
TENNESSEE	96,449	86,804	0.435
TEXAS	1,253,772	1,128,394	5.655
UTAH	441,422	415,687	2.083
VERMONT	0	0	0.000
VIRGINIA	1,000,960	900,864	4.515
WASHINGTON	1,071,534	971,238	4.867
WEST VIRGINIA	149,390	134,451	0.674
WISCONSIN	1,999	1,799	0.009
WYOMING	0	0	0.000
TOTAL	22,018,761	19,964,672	100.000

NOTE: THE U.S. DEPARTMENT OF TRANSPORTATION RECOMMENDS THAT THESE FACTORS BE USED IN APPORTIONING THE REMAINDER OF FUNDS AUTHORIZED FOR FISCAL YEARS 1985 AND 1986.

COMPARISON OF 1983 AND 1985 ESTIMATES OF TOTAL SYSTEM COSTS

This cost comparison is developed by comparing the total system cost, from its beginning to its completion, as reflected in two Interstate cost estimates: the 1985 estimate and the 1983 estimate. This analysis reflects total cost which includes not only construction but FHWA administration and research, metropolitan planning, and State highway planning and research.

The estimated total cost for the Interstate System, as developed from the estimate submitted in March 1983, was $123.3 billion, of which $109.9 billion was the estimated Federal share. The 1985 total estimated cost without allowance for possible escalation in future program years is $120.5 billion, of which $107.2 billion is the estimated Federal share. These costs are shown in Table 6. Also, as shown in Table 6, the remaining cost to complete is $26.0 billion, of which $23.5 billion is the Federal share. Approximately 32 percent of this remaining cost is for work yet to be accomplished on sections of the System which are already serving traffic. Such work, eligible under the Federal-Aid Highway Act of 1981, generally includes remaining phases of initial construction, major upgrading of segments incorporated into the System and which were not built with Interstate funds, and added lanes (mixed traffic and high occupancy vehicle) on open to traffic sections.

Table 7 presents a comparison between the estimated costs as now submitted to the Congress and the 1983 estimate furnished the Congress in March 1983. The table reflects a net $2.8 billion decrease in total System cost since the 1983 estimate. As shown in the cost change analysis following Table 7 that decrease results primarily from: (1) an estimated $1.2 billion decrease due to lower unit prices for work remaining to be completed; and (2) the withdrawal of 10 Interstate segments from the System under the provisions of 23 U.S.C. 103(e)(4) at an estimated value of $2.3 billion. There are smaller offsetting increases.

TABLE 6 - ESTIMATED TOTAL COST OF THE INTERSTATE SYSTEM

(In millions of dollars)

	Total Cost	Federal Funds
1985 cost estimate for designated System of 42,780 miles Remaining to complete as of Jan. 1, 1984 (Table 4)	26,003	23,515
Total obligations prior to Jan. 1, 1984	90,212	79,659
Subtotal for construction cost of the 42,780-mile System	116,215	103,174
State highway planning and research	1,758	1,590
Metropolitan planning	326	295
FHWA Administration and Research	1,980	1,980
Contingencies	221	161
GRAND TOTAL	120,500	107,200

TABLE 7 - COMPARISON OF THE 1983 AND THE 1985 ESTIMATES OF TOTAL COST OF THE INTERSTATE SYSTEM

(In millions of dollars)

	1983		1985	
	Total Cost	Federal Share	Total Cost	Federal Share
Construction of Interstate Mileage in State Estimate:				
1983 Estimate (42,900 miles)	118,583	105,457		
1985 Estimate (42,780 miles)	---	---	116,215	103,174
State highway planning and research	1,864	1,686	1,758	1,590
Metropolitan planning	372	336	326	295
FHWA administration and research	2,148	2,148	1,980	1,980
Contingencies	333	273	221	161
GRAND TOTAL	123,300	109,900	120,500	107,200

The following is a brief summary and tabulation of the costs which account for the difference between the 1983 and 1985 estimates.

	Cost Change Between 1983 and 1985 Estimates (Millions)
System additions and major adjustments:	$
(a) Major system adjustments, deletions and additions within the System	-2,264
Unit price changes:	
(b) Changes in total cost attributable to the decrease in unit prices between the base year 1981 and the year 1983	-1,229
Increased emphasis on social considerations:	
(c) Changes due to social, economic, or environmental impact considerations including noise abatement measures, replacement parkland, landscaping, and special design features	297
Subtotal	-3,196
Preliminary engineering and right-of-way:	
(d) Change in right-of-way costs for segments and features not included in items (a) and (c)	490
(e) Change in preliminary engineering costs for segments and features not included in items (a) and (c)	22
Subtotal	512

	Cost Change Between 1983 and 1985 Estimates (Millions)
Construction items:	$
(f) Changes due to design changes and refinements for roadway items on unbuilt sections and on major upgrading projects	31
(g) Additional interchanges and grade separations that have been approved for inclusion in the System since the 1983 estimate	22
(h) Changes to structure designs, railroad grade separations, highway grade separations, viaducts, and other bridges and tunnels	-36
(i) Changes in the cost on additional lane projects from those reported in the 1983 estimate.	6
(j) Construction project overruns; includes an increase in costs on projects in authorized status on January 1, 1984, due to unforeseen conditions or circumstances	293
Subtotal	316
Total	-2,368

Table 8 summarizes the status of Interstate authorizations and apportionments versus the current estimate of Interstate needs. This table shows that the currently authorized funds for initial construction exceed the cost of the System as reflected in this estimate. The $106 million in excess funds are available for future construction cost overruns, inflation increases, and to provide for minimum apportionments and transfers of funds to non-Interstate construction uses. The table also shows that additional apportionments of $21.9 billion are required to complete the initial construction of the Interstate System. Adjustments to the authorizations and apportionments reflecting amounts not available for Interstate construction purposes have been identified in Table 8.

TABLE 8 - AUTHORIZATION AND APPORTIONMENT STATUS

	Millions
Authorizations	
Total amounts authorized for initial construction by the 1954 and subsequent Federal-Aid Highway Acts and the 1982 Surface Transportation Assistance Act chargeable to the Highway Trust Fund	$108,955
Less amounts not available for initial Interstate construction 1/	1,649
Remaining authorized amount	107,306
Current estimate of needed Interstate authorization for initial construction	107,200
Allowance for cost inflation and future adjustments relating to transfers and minimum apportionments	106
Apportionments:	
Total apportionments for fiscal years through 1984 and part of 1985 for initial construction chargeable to the Highway Trust Fund	86,955
Less amounts not available for initial Interstate construction 1/	1,649
Remaining apportioned amounts	85,306
Current estimate of needed Interstate apportionments for initial construction	107,200
Estimated apportionments required for the remainder of 1985 and later fiscal years for initial construction	21,894

1/ Represents Interstate apportionment reductions of $918 million pursuant to Section 103(e)(4) of Title 23, U.S.C., the transfer of $459 million to non-Interstate purposes pursuant to Section 104(b)(1) of the 1978 Surface Transportation Assistance Act, Section 218 of the Urgent Supplemental Appropriation Act of 1982, and Section 103(a) of the Surface Transportation Assistance Act of 1982, $272 million transferred under Section 116(c) of the Surface Transportation Assistance Act of 1982, and Section 7 of Public Law 98-229.

CONCLUSION

The estimated cost of completing the Interstate System, which is to be borne by the Highway Trust Fund and State matching funds, and the apportionment factors contained herein have been computed in accordance with Title 23, U.S.C. The 1985 estimates are sound engineering appraisals of the cost to complete the Interstate System in each State based on 1983 price levels but do not represent a commitment of funds to the location, design, or cost of individual projects to be undertaken on the System. Before construction, individual projects on the System covered by this estimate will be studied further by the State highway departments and FHWA in preparing the detailed designs, plans, and specifications on which actual construction bids will be invited.

The $2.8 billion decrease in the total cost to complete eligible work on the System as reported in this estimate results from a $10.1 billion decrease in remaining needs during the period when $7.3 billion was obligated. This is a significant reversal of trends in past estimates which had all shown increases in the total cost of the System. The decrease is explained, for the most part, by lower construction costs on projects obligated since the 1983 estimate and the deduction of $2.3 billion because of the ten withdrawals under the 23 U.S.C. 103(e)(4) that occurred after the 1983 estimate and before the September 30, 1983, deadline.

The 1983 Interstate Cost Estimate, transmitted on March 14, 1983, has not been approved by Congress. A partial apportionment of fiscal year 1985 funds was approved under Public Law 98-229. This estimate, the 1985 Interstate Cost Estimate, is a revision to the 1983 Interstate Cost Estimate. As with the 1983 estimate, it has been prepared in accordance with the provisions of Title 23, U.S.C., and other applicable laws and regulations and presents only costs for work necessary to complete initial construction of the System to a minimum level of acceptable service pursuant to the Federal-Aid Highway Act of 1981. The 1985 estimate, however, reflects the most current estimate of each State's current needs and the resultant apportionment factors listed in Table 5 represent a sound basis for apportioning Interstate construction funds. We recommend that the factors in Table 5, of the 1985 estimate, be approved by Congress for use in apportioning the remainder of the funds authorized for fiscal years 1985 and 1986.